



DEPARTMENT OF CONSERVATION AND RECREATION  
ANNUAL REPORT FISCAL YEAR 2006

# *Toward World Class Parks and Conservation*

**Strengthening Connections  
between People and the  
Environment**





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**Strengthening Connections  
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the Environment**

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November 30, 2006

Over the past year, the Department of Conservation and Recreation has made enormous strides toward providing world-class parks and recreational facilities and world-class stewardship of the Commonwealth's diverse natural and cultural resources.

The common theme in everything we do is the link between people and the outdoors, whether it's a swimming pool in a city neighborhood, an old-growth forest in the Berkshires, or a beach, rail trail, or campground anywhere in Massachusetts. We offer untold opportunities for people to interact with their environment – a half-million acre playground, plus biodiversity, the world's best drinking water, jobs in sustainable industries, and more. And we are expanding the quality and range of DCR's offerings for future generations.

DCR is a young agency, having set up shop in early 2004, just over a year before the start of the period covered by this report. Youth presents its challenges, but has its advantages. DCR staff are tackling opportunities with energy and enthusiasm. As we've gone about building a great agency, we've been able to focus squarely on how to do things right, adopting the best of old ways and best of new ways.

In meeting today's responsibilities and planning for tomorrow, DCR has focused on:

- Improving outdoor recreational opportunities and natural resource conservation
- Restoring and improving our facilities
- Expanding public involvement in carrying out DCR's mission, and
- Establishing first-rate management systems and practices.

In this report, you'll learn how our wealth of human resources – our dedicated staff and our many public and private partners – has enabled our young agency to make progress in these areas.

The health and happiness of people across Massachusetts depend on the accessibility and quality of our green infrastructure – our natural resources, recreational facilities, and great historic landscapes. We look forward to working with you as we continue to improve the vital connections between people and their environment.

Sincerely,

Stephen H. Burrington  
Commissioner



*DCR Commissioner Stephen Burrington*





## Improving Outdoor Recreational Opportunities and Natural Resource Conservation

In Fiscal Year 2006 (FY06), DCR made a wide range of improvements throughout one of the largest, and certainly the most diverse, parks and conservation systems in the country. Through numerous improvements to recreational resources, DCR created enhanced opportunities for residents and visitors to experience the outdoors, whether it be through physical exercise, quiet enjoyment of the natural beauty and historic character of our landscape, or participation in educational programs.

Through wide-ranging efforts in natural resource management, aimed at protecting the forests, watersheds, and other natural areas of the Commonwealth, DCR has contributed both to the quality of life of today's citizens and to the sustainability in resource use that we owe future generations.

### Enhancing Recreational Opportunities

Quality recreational opportunities attract a wide range of visitors to Massachusetts state parks, from our own urban, suburban, and rural communities and from far beyond our borders. Over the past year, DCR set a high priority on improving the visitor experience at our parks and recreational facilities, with a focus on maintaining clean and attractive properties, improving customer information, providing expanded and accessible programs and services, and ensuring the health and safety of the public.

Maintaining **clean and attractive properties** to enhance the visitor experience was a key objective in FY06. To meet extensive maintenance requirements, DCR permanently filled key management positions and hired 2,100 seasonal employees to protect and manage natural and cultural resources and provide for a clean, safe, and accessible recreational experience in DCR's parks, beaches, swimming pools, playgrounds, rinks, campgrounds, and along its parkways. Vacancies in DCR's management team were filled through the hiring of four Regional Directors and 17 District Managers, who helped to direct and support field employees.

Staff participated in a variety of training sessions and professional development activities, including "Tools of the Trade" supervisory training, "Great Ideas" field day and workshop, a Commissioner's "Leadership Conference" for managers and supervisors, and ranger and interpretive skills workshops. In addition, a seasonal employee handbook was developed and issued to all seasonal staff.

To help maintain attractive properties, DCR established statewide maintenance standards to address matters such as litter, graffiti and restroom cleanliness at parks, beaches, and pools, as well as mowing, weeding, and ball field conditions. In addition, maintenance schedules were adopted by districts within the Division of Urban Parks and Recreation. DCR will be refining and augmenting these standards and schedules in FY07. To assist staff in their property maintenance activities, DCR purchased facility and grounds-keeping equipment. Approximately \$993,000 was spent on new

light-duty utility vehicles, tractors, mowers, snow and leaf blowers, and similar equipment. At the height of the summer season, DCR staff carried out a “maintenance blitz,” completing dozens of targeted beautification and clean-up projects across the state.

Extensive improvements were made to parks and DCR recreational facilities over the last year. Fifty-five benches and 412 new picnic tables were placed at DCR parks. Five urban playgrounds were reconstructed or renovated, and 22 playground surfaces were covered with safety mulch. Numerous repairs and upgrades were made to DCR’s 37 pools and spray pools in FY06, including extensive improvements to the Cass Pool in Roxbury, Connell Pool in Weymouth, and Veterans Memorial Pool in Fall River. Several athletic fields received fencing, gate, and electrical improvements, including walkway lighting and new time clocks for tower lights. In addition, DCR undertook reconstruction of a total of eight tennis courts at Camp Meigs in Readville, Borderland State Park in Easton and Sharon, the Dale Street Playground in Roslindale, and the Connell Tennis Courts in Hyde Park, with the goal of restoring full service to the public at these facilities in the summer of 2007.

Enhancing the visitor experience through **improved access to customer information and greater ease in planning visits** was another priority of DCR in FY06. The DCR website – whose homepage received 916,794 visits – provided extensive information about state parks and open spaces. Downloadable “Monthly Park Calendars” provided listings of all park programs and events, and webpage highlights linked visitors to key programs, such as concert series and guided tours. Flash navigation was introduced to the “campfinder” listing, and a new web-based campground reservation system, Outdoor Recreation Management Suite (ORMS), facilitated the processing of 40,000 reservations, generating over \$4 million in camping fees.

To aid visitors, DCR’s *Guide to Swimming, Camping, Biking and Hiking* was distributed to nearly 200,000 potential visitors over the course of the year, and numerous new and updated brochures, including 41 trail maps, and 22 campsite maps were printed. More colorful and informative signage was installed at 37 pools and 63 beaches in FY06. Wayside interpretive signage that reaches thousands of visitors was designed for various locations, including the Cape Cod Rail Trail, the Ipswich River in Ipswich, and Walden Pond in Concord.

DCR’s focus on providing **expanded and accessible**



### Les Perry – “America’s Ranger of the Year”

Les Perry, Park Supervisor at Shawme-Crowell State Forest on Cape Cod, was voted “America’s Ranger of the Year” for 2006 by thousands of campers who visited national and state parks across the country, using the ReserveAmerica campground reservation system. Les, a 40-year veteran of DCR, was selected for his dedication to serving park visitors and preserving public lands as a knowledgeable and compassionate professional of unwavering character. Les developed the popular Friends of Shawme-Crowell State Forest program that generated \$9,000 to support construction of the park’s new pavilion in FY06.



## Spectacle Island

Spectacle Island – a wonderful 86-acre park, complete with a visitors center, five miles of walking trails, sandy beaches, and picnic areas, as well as a pier and marina – was opened in June 2006. A gateway to the Boston Harbor Islands National Park Area, the island was created by capping a landfill and depositing 6.5 million tons of earth excavated during construction of the Central Artery/Tunnel Project. Lengthy negotiations among DCR, MHD, and the City of Boston, as well as the approval of myriad permits, were required to make the park available for public use.



**programs and services** was supported by the recreational activities offered through its Universal Access Program and by educational and interpretive programming provided by Rangers and interpretive staff. In addition to sponsoring 134 activity days or events, the UAP in FY06 added accessible birding to the list of programs offered and began to develop an accessible sailing program. As part of DCR's educational and interpretive programming, more than 5,200 interpretive natural, cultural, and historical programs were offered to over 220,000 visitors last year.

In order to make DCR services and facilities accessible to the needs of a broader, diverse population, in June 2006 the agency established a Diversity Council, composed of employee representatives from each division and bureau. This group is working with agency staff and the public to develop protocols and programs, such as multilingual services, that will meet the needs of a diverse population. They are also creating professional development and educational opportunities that promote diversity in all aspects of DCR's work environment.

Visitors were afforded greater access to DCR beaches and pools through an extension of the swimming season, largely through the approval of \$1.5 million by the Massachusetts Legislature in FY06 to improve the quality of services at these facilities. This funding allowed the agency to retain lifeguards and extend operations at several key beaches and pools until Labor Day 2005, and to open on Memorial Day weekend 2006. In addition, in June 2006, Watson Pond State Park in Taunton was opened for swimming for the first time since 1989, thanks to carefully designed measures to improve water quality.

As an additional expansion of opportunities to enjoy the outdoors, more biking and walking paths on DCR parkways became accessible on a year-round basis during FY06. As a model for a new program to make more DCR parkways safe and pleasant for bicycling, DCR created bike lanes on the Massachusetts Avenue Bridge between Boston and Cambridge. In addition, during winter months, the agency planned and carried out snow removal on sidewalks, bike-ways, and crosswalks. DCR has initiated planning efforts to redesign three key parkways – the Fellsway in Stoneham, Arborway in Jamaica Plain, and Nonantum Road in Newton and Watertown – to provide safe, up-to-date accommodation for bicycling and walking while enhancing the parkways' historic nature.

DCR visitors were able to enjoy more than 1,100 special events in FY06, staffed by DCR personnel who worked with



thousands of agencies, municipalities, private businesses, and nonprofit organizations to host and provide event management, staging, sound, and lighting services. Under DCR sponsorship, 45 concerts, attended by over one million people, were held at the Hatch Memorial Shell, an event series so popular it was nominated for a 2006 Boston Choice Award, “Best Free-for-All-No-Wallet Activity.” An estimated 100,000 beachgoers enjoyed a weekend sand sculpture competition at Revere Beach. DCR hosted July 4th fireworks displays on the Esplanade in Boston and at other locations, such as Horseneck Beach in Westport.

In FY06, DCR conducted a number of activities to ensure the **public health and safety** of its visitors. Swim water testing procedures, including a specific chain of testing and reporting activities conducted at each sampling location, were developed and implemented at the agency’s 87 bathing beaches during the 2005 summer recreation season. Improvements on these procedures, in place for the spring 2006 beach openings, included a consolidated reporting protocol, new methods for monitoring rainfall impacting water quality at Boston Harbor beaches, and an expanded role for DCR’s communications center to expedite water quality information to field staff and the public. Water safety at DCR facilities was supported through the hiring of 694 seasonal lifeguards, 120 of which were hired through a program of outreach to diversity candidates. At urban parks and parkways, DCR removed 620 hazardous trees and devoted 735 hours to tree-pruning, while at state park campgrounds, staff removed 3,615 trees and pruned 397.

DCR Rangers patrolled over 449,000 acres of state-owned land, including 2,000 miles of trails and 3,525 campsites, and provided security services at 1,700 buildings statewide, such as visitors’ centers, bathhouses, boathouses, picnic pavilions, fire towers, and the State House. Rangers conducted 58 search-and-rescue operations on DCR property and assisted in 11 such operations on non-DCR property, enforced agency regulations and state laws related to illegal dumping, and played a key role in planning and implementing agency storm response and incident command. Rangers also assisted in traffic control along over 100 miles of urban parkways and at park facilities during peak visitation times and special events.

## Universally Accessible Recreation

Nearly 2,100 people with disabilities, along with their friends and families, participated in universally accessible programs across the state of Massachusetts in FY06. Individuals and groups, regardless of their abilities, enjoyed all types of outdoor recreation activities, such as kayaking in Walden Pond State Reservation in Concord. By providing equipment, adaptations, and trained staff to create a safe and supportive experience, the Universal Access Program (UAP) opens doors to the natural world to everyone.



## Conservation Management – Protecting Our Natural and Cultural Resources

DCR's conservation management efforts, strengthened by public support and participation, have helped ensure that the benefits of our state's wonderful natural and cultural resources are enjoyed for generations to come. Over the past year, the agency has made significant progress in several program areas.

DCR continued to **maintain and preserve healthy forests** through forest management and service forestry, insect pest control, forest fire control, urban and community forestry programs, and technical assistance and outreach to communities in FY06.

State forest and parks system lands continued to be "green certified" as sustainable and well-managed forests, according to Forest Stewardship Council standards. Bureau of Forestry staff carried out a major planning and public input process to identify 100,000 acres of large and small forest reserves where typical Massachusetts forest ecosystems will be protected in perpetuity, free of timber harvesting and other human intervention. Bureau staff also completed the Berkshire Eco-regional Ecological Assessment and Central Berkshire Forest Management District Forest Management Plan. DCR completed a comprehensive inventory and condition survey of 437 miles of authorized and unauthorized roads and trails, maintained approximately 225 miles of boundaries, and resolved encroachment issues within Massachusetts state forests and parks.

With an emphasis on forest health improvement, fuels reduction, and ecosystem restoration, agency management foresters prepared 2,298 state-owned acres for forest management. Carried out in accordance with Forest Stewardship Council standards for sustainable forestry, DCR's program represents the first time that Massachusetts forests have ever been managed specifically for forest health, biodiversity, aesthetic, and other environmental purposes. Forest management projects also resulted in the distribution of \$59,498 in timber harvesting revenue to Massachusetts cities and towns from the Forest Products Trust Fund, and in \$180,000 of in-kind forests and parks improvements.

Working collaboratively with landowners, private licensed foresters, and service foresters, DCR helped develop stewardship plans for 50,000 acres of private forestland



### Silver Lake Storm Water Improvement Project

In June of 2006, DCR was joined by the U.S. Environmental Protection Agency (EPA) and town partners in celebrating the completion of two storm water management projects to improve water quality at Silver Lake in Wilmington. The projects are part of a larger effort, funded by a \$1 million Targeted Watershed Grant from the EPA, to pilot techniques to address water quality and flow problems in the Ipswich River, recently designated as the third most endangered river in the nation, and its watershed. The Silver Lake projects involved the installation of special permeable paving materials and "rain garden" plantings around the lake to filter storm water before it reaches the lake and to temporarily retain it to help recharge the water table. In the coming year, the U.S. Geological Survey will study the impact of these projects.



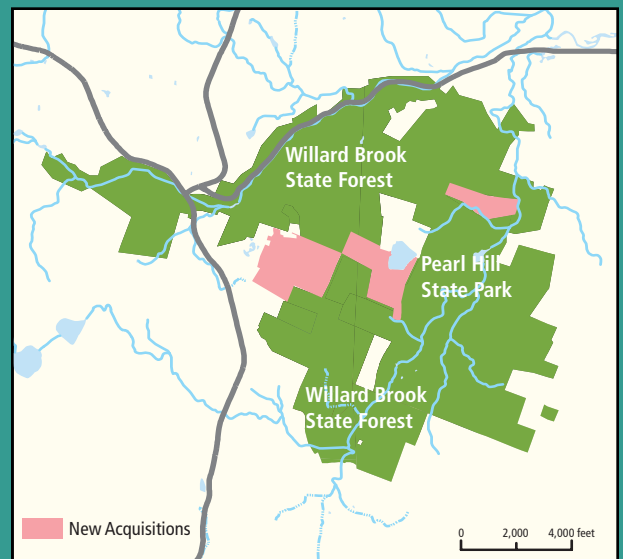
over the past year, achieving an agency milestone. In addition, agency staff assessed and audited forest management and stewardship plans for approximately 360,000 acres of private forestland. Preliminary results indicated that Massachusetts will receive “green certification” from the Forest Stewardship Council for these lands, representing the largest number of acres of private forestlands accorded this status to date. DCR’s service forestry staff administered 663 cutting plans covering 27,712 acres of public and privately-owned forestland.

Forest health staff continue to monitor Massachusetts forests through aerial observation, monitoring of insect and disease traps, and site visits. An annual aerial survey, conducted in July 2005, revealed approximately one million acres of defoliation from the forest tent, gypsy moth, and winter moth caterpillars. DCR continued efforts to reduce the defoliation from winter moth caterpillars by releasing a parasitic fly, *Cyzenos albicans*.

In the area of forest fire control, DCR provided critical wildfire detection and suppression services to help protect the Commonwealth’s forests during FY06, during which 2,672 wildfires occurred over 2,905 acres, approximately 1,200 acres more than during the 2004-2005 wildfire season. Forest Fire Control crew assisted in national wildfire suppression efforts in Arizona and Idaho, provided enhanced high tower fire detection services using over \$250,000 in new equipment purchased largely through U. S. Department of Homeland Security grants, and supported flood management activities at DCR properties.

In FY06, DCR awarded \$173,000 in urban and community forestry grants to 19 cities and towns; a \$2.4 million U.S. Department of Agriculture Forest Service Forest Legacy grant for protection of 1,895 acres of forest lands in the Quabbin Corridor; and \$62,225 in USDA Forest Service Volunteer Fire Assistance monies to 38 towns for the purchase of fire-fighting equipment and tools.

In FY06, DCR continued to move forward on the **Resource Management Planning (RMP) implementation plan** created in FY05, aimed at balancing the provision of high quality recreation with the state’s rich legacy of natural and cultural resources. The RMP effort is mandated by the 2003 legislation that created DCR. In March 2006, the Mount Everett State Reservation Summit RMP became the first RMP formally adopted by DCR’s Stewardship Council. Also during FY06, the Waquoit Bay National Estuarine Research Reserve and the National Monument to the Forefathers



### Willard Brook State Forest Land Acquisition

In FY 06, DCR acquired three threatened properties, located almost entirely within the bounds of Willard Brook State Forest, consolidating our holdings and preventing intrusive development within the park. One parcel, located directly across from DCR’s popular campground at Pearl Hill State Park with frontage on Vinton Pond, was especially vulnerable. Development of this property would have significantly impacted visitors’ camping experience and created additional park management issues.



RMPs were completed, as were draft RMPs for Beaver Brook Reservation and Chestnut Hill Reservation. A website was established to serve as a vehicle for public outreach and review of draft RMPs. DCR also updated its Land Stewardship Zoning Guidelines.

DCR enhanced its administration of **Areas of Critical Environmental Concern (ACECs)** in FY06, supporting nomination review, technical assistance, and grant activities. Through the Massachusetts Environmental Protection Act (MEPA) review process, DCR commented on 30 proposals for development in ACECs to ensure resource protection and sustainable development. Four Coastal ACEC Stewardship grants, totaling \$25,000, were awarded in partnership with the Office of Coastal Zone Management to support public access, resource restoration, and smart growth.

Through the efforts of the **greenways and trails** program, in FY06 DCR connected the people of Massachusetts to their natural resources by expanding, enhancing, and protecting the state's network of greenways and trails. Under the Recreational Trails Grants administered by program staff, more than \$1 million was awarded to local greenway and trail advocates for 38 trail projects, with another 14 planned for FY07.

DCR worked with landowners to acquire 17 priority parcels totaling approximately 733 acres through its **land protection planning** program, to protect significant natural, cultural and recreational resources, especially those on existing DCR properties. Among the acquisitions were key tracts at the Blue Hills Reservation and along the Neponset River Greenway, some of the Commonwealth's last undeveloped coastal properties, in Plymouth and Sandy Neck, important land in the Holyoke Range, and threatened land along the beautiful Connecticut River.

This land was protected using \$5.1 million in bond funding and \$203,250 from the Wachusett Land Acquisition Trust Fund, which, in turn, leveraged over \$3.5 million in municipal and nonprofit partner contributions and bargain sales. Five properties totaling 118 acres were donated to the agency. DCR completed a sea path connection at the former Gavignan properties at Skaket Beach in Orleans through removal of a stone revetment, beach nourishment, and dune restoration.

In collaboration with numerous agency partners, DCR provided on-site protection and monitoring for federally endangered bird species at 12 popular beach properties



## Bike Lanes

As a model for a new program to make more DCR parkways safe and pleasant for bicycling, DCR created bike lanes on the Massachusetts Avenue Bridge between Boston and Cambridge.



during the height of the 2006 recreation season. The DCR staff ecologist also provided internal technical assistance to ensure **protection of rare species and significant wildlife habitats** during capital improvements and other resource management activities at 23 agency facilities. He also conducted botanical and breeding bird surveys to guide the planning and design of future infrastructure improvements.

The **protection of historic and cultural resources** in Massachusetts was a major focus for the agency in FY06. DCR led planning and organizing efforts for the 2006 National Historic Roads Conference – the only national forum addressing the preservation and management of historic roads – and was instrumental in the listing of 20 parkways on the National Register of Historic Places. Draft historic parkways treatment guidelines were prepared and released for public comment. Final guidelines will be issued in FY07.

DCR staff oversaw efforts to restore and stabilize a number of the agency's historic properties, including the Tudor Barn and Spot Pond Brook Bridge, both within the Middlesex Fells Reservation in Melrose, Malden, Winchester, and Stoneham, and panels of the National Monument to the Forefathers in Plymouth. DCR staff brought the Heritage Landscape Inventory Program to the Freedom's Way corridor between metropolitan Boston and the north Quabbin region, enabling 28 communities to identify, prioritize and develop protection techniques for over 1,000 heritage landscapes. DCR provided technical assistance to both cities and towns and landscape preservation advocates in its publications *Caring for Mature Trees in Historic Landscapes* and *Identifying and Protecting Historic Roads*.

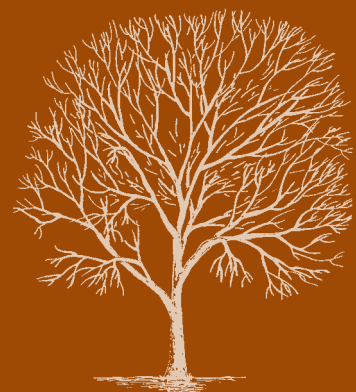
**Water resource protection and management** of the Quabbin-Ware River-Wachusett Reservoir and Sudbury River Watersheds advanced for the second full year under the legislatively-established Water Supply Protection Trust (WSPT) and DCR's associated Memorandum of Understanding with the Massachusetts Water Resources Authority (MWRA). These two watersheds act as the drinking water supply for 2.2 million residents of Massachusetts, primarily in Greater Boston.

The filling of 26 Division of Water Supply Protection positions, using funding provided through the WSPT, supported the performance of water management functions and the development and implementation of watershed protection, land management, and public access plans. After an extensive public process, the Quabbin Watershed Access



## Sustainable Materials and Practices

DCR received a 2006 Massachusetts Environmental Purchasing and Sustainability Award in recognition of its commitment to the use of sustainable materials and practices in a number of programs and projects, ranging from water conservation to forestry and construction. Among the projects for which the agency was recognized was the new Spectacle Island Visitors Center, which features composting toilets, waterless urinals, and a photovoltaic system that powers the island's exclusively electric vehicle fleet. The Department was also cited for converting its traffic signals to light-emitting diode (LED) lamps, at a projected annual savings of \$400,000 in electricity costs; developing tough new water conservation standards; and achieving international "green certification" for all state-managed forests.



Plan, which continues to balance access, recreation and historic preservation with water supply protection needs, was updated. DCR staff developed a land management plan for the Sudbury River Watershed, made significant progress on updating the land management plan for the Quabbin-Ware River-Wachusett Reservoir Watershed, and reviewed and issued decisions on 170 applications for development in designated watershed areas. Extensive water quality testing and monitoring and corrective actions by DCR across both watersheds resulted in the maintenance of water quality at the highest levels required by state and federal law for unfiltered water supplies.

To realize other public benefits from these 100,000 acres of remarkable watershed lands, DCR Rangers managed public access and interceded in 790 cases of rules violations in FY06, and interpretive staff offered a variety of educational and community outreach programs. Thirty-one watershed communities received a total of \$6 million in MWRA-funded payments-in-lieu of taxes through DCR distribution efforts, and \$1.37 million in revenues were deposited to the WSPT through collection of forestry, hydropower, fishing, and hunting license fees by agency staff.

To address water quality, water quantity, and stream flow protection issues across the Commonwealth, during FY06 DCR oversaw hydrologic and river basin studies through the U.S. Geological Survey Cooperative Program, reviewed Inter-Basin Transfer Act applications for the state Water Resources Commission, and developed water needs forecasts for use in the Massachusetts Department of Environmental Protection's Water Management Act permits. As mentioned above, DCR also managed a \$1 million U.S. EPA Targeted Watershed Grant to address severe low flows in the Ipswich River. In addition to the two storm water demonstration projects undertaken at Silver Lake in Wilmington, under this grant DCR installed a "green roof" on the Whipple School Annex in Ipswich to reduce the pollutants in, and volume of, storm water runoff from the roof.

To address a rapidly increasing threat to freshwater bodies across the Commonwealth, implemented aquatic invasive species control projects at eight DCR facilities, developed "rapid response" plans to be used to address pioneer infestations by several invasive species, and provided technical assistance to communities and citizens on non-native plant identification. The agency developed plans to use an expanded collection of measures to control four species of invasive plants in Lake Cochituate, working within limits set by the abutting communities of Natick, Framingham, and Wayland.

To support future efforts in fulfilling the agency's conservation and recreation mission, DCR pursued a variety of succession planning initiatives to pave the way for a next generation of knowledgeable and experienced employees. These have included a pilot Park Fellows Program, through which 11 college students interested in park management were mentored by DCR staff; an expanded apprenticeship program with Madison Park Vocational High School and other vocational-technical schools across the state, under which 22 youth worked alongside skilled DCR tradespeople; and through a partnership with the Massachusetts Department of Social Services, the seasonal employment and mentoring of 30 youth moving out of foster care. In addition, DCR developed customized training opportunities for agency staff to acquire skills necessary for their work or career development, further supporting succession planning.



## Restoring and Improving DCR Facilities

DCR oversees a vast network of diverse properties and infrastructure that are key to the public's experience of the natural, cultural, and recreational environment. The agency's responsibilities include direct management of state-owned assets, including:

- 10% of the state's landmass, including more than 450,000 acres of parkland, forests, and open space
- 29 campgrounds and 3,525 campsites
- 2,000 miles of trails
- 87 beaches and 37 swimming, wading, and spray pools
- 62 playgrounds and 55 ball fields
- 145 miles of paved bikeways and rail trails
- 524 lane miles of urban parkways, containing 445 crosswalks, 187 bridges, 5,000 catch basins, 250 traffic signals, and 12,800 street lights
- 340 dams
- Over 2,000 buildings

This past year has brought an aggressive program of investment by the Commonwealth in DCR properties, ranging from infrastructure having public safety significance to a diverse collection of parks and recreational facilities projects. Nearly \$115 million was spent on DCR properties in FY06, on top of the previous year's expenditure of \$89 million. Priority in carrying out this "Fix-It-First" agenda was placed on investments consistent with public safety, public health, and public use criteria. The agency placed a priority on incorporating the use of green building technologies and materials into its construction projects. To enhance the opportunities for the public to enjoy the benefits of recreation, over \$73 million in state capital funding was invested in DCR **parks and recreation facilities** across the Commonwealth.

The chart below provides updated capital needs assessment and FY06 investment information, by asset category, illustrating a need of over \$1.6 billion in 2006 dollars. Subtracting the \$500m needed for major bridges, DCR will eliminate the backlog of capital projects by 2016 if current spending levels are maintained.

CATEGORY	NEEDS ASSESSMENT	FY 2006 EXPENDITURES
Park Systems	526,591,772	52,712,636
Recreational Facilities	110,346,158	20,858,622
Parkways	145,306,240	7,769,147
Smaller Bridge Projects <sup>a</sup>	100,000,000	8,072,808
Major Bridge Projects <sup>b</sup>	500,000,000	—
Dams and Flood Control	119,958,085	11,378,739
Hazard Material Remediation	51,990,043	6,363,484
Waterways	51,530,876	2,059,170
Subtotal DCR	1,605,723,174	109,061,772
Seaport	40,000,000	5,071,621
<b>TOTAL</b>	<b>\$1,645,723,174</b>	<b>\$114,286,226<sup>c</sup></b>

<sup>a</sup> Represents DCR capital spending on periodic maintenance and smaller capital repair projects.

<sup>b</sup> Represents major bridge restoration and construction projects that DCR is seeking to address through funding sources of other appropriate agencies.

<sup>c</sup> Includes \$14,675 million expended by other agencies on DCR properties.

Numerous projects and activities were undertaken by DCR in FY06 in each of the above categories.



Projects underway or completed in FY06, many involving both land acquisition and construction elements, resulted in expansion or improvements in services and programs for visitors. These included, among others:

- A new 7-acre park, created under the Neponset River Master Plan – Phase II, linking Pope John Paul II Park and DCR's Neponset Marshes, and including a boat launch, passive park areas, a pedestrian park system, and seating along the river's edge.
- As part of the Upper Charles Greenway Reclamation Project, construction of the Blue Heron Pedestrian Bridge in Watertown and the Woerd Avenue Boat Launch in Waltham within two newly acquired parcels, bringing the Upper Charles Reservation Greenway close to completion. Once completed in FY 2008, this greenway will establish a continuous walking and biking path that follows the banks of the Charles River from the Esplanade in Boston to the towns of Watertown, Newton, Waltham, and Needham.
- A paved, ADA-accessible, multi-use path, lighting, benches, and picnic tables within the new 4.2-acre Dorchester Shores West Link in South Boston, bringing close to completion a waterfront connection from Castle Island to the John F. Kennedy Library
- A new, modern Constitution Beach bathhouse and lifeguard building in East Boston, replacing the original 1953 structure. Completed early in the summer of 2006, the facility features men's and women's bathrooms connected by an outside patio, as well as two outdoor showers and indoor water fountain. The design of the new structures addresses the needs of the community, while facilitating maintenance and upkeep.
- A one-mile extension of the Norwottuck Rail Trail in Northampton, a four-mile Canalside Rail Trail in Montague and Deerfield, and development of a 1.2 mile rail trail from the Greenbush Commuter Rail Station in Cohasset to Wompatuck State Park in Hingham, in collaboration, respectively, with the Massachusetts Highway Department (MHD) and the Massachusetts Bay Transportation Authority
- A fully reconstructed Dilboy Field, a six-acre athletic stadium complex in Somerville that had fallen into severe disrepair, which includes new bleachers, artificial turf, improved lighting, and team rooms, as well as outbuildings for



### Cass Pool Renovations

A significantly renovated Melnea Cass Pool in Roxbury was opened to the public early in the summer of 2006. Through the expenditure of approximately \$500,000, the facility received various pool, building, and site improvements, including an upgraded pool shell, landscaping, and new signage, lighting, fencing, ladders, and safety equipment. Pool visitors enjoyed updated showers, resurfaced bathhouse flooring, new benches on the pool deck, and a new waterslide.



concession and maintenance. (The City of Somerville will manage and maintain the facility under an agreement with DCR.)

- Beach re-nourishment, flood control, and seawall stabilization, as well as new pergola installation, at Nantasket Beach Reservation
- New contact stations at Lake Wyola State Park in Shutesbury and Lake Dennison Recreation Area in Winchendon
- A new park headquarters at Scusset Beach State Reservation in Sandwich through renovation of the Fish Pier Building
- A new amphitheater at Pittsfield State Forest
- A reconstructed bathhouse at Demarest Lloyd State Park in Dartmouth
- Hillside Stable roof repairs at Blue Hills Reservation in Milton
- Ames Mansion repairs at Borderland State Park in Easton and Sharon

The safety and attractiveness of DCR **parkways** for recreational and transportation use were significantly improved by the resurfacing of 22.9 lane miles, the filling of 3,212 potholes, and creation of 100 new handicapped access ramps to sidewalks. In addition, 310 parkway catch basins and manholes were reconstructed, 1,100 feet of guardrails were installed, and three miles of sidewalks were rebuilt. In FY06, DCR completed Phase I reconstruction of Memorial Drive in Cambridge, as well as repairs to fencing, guardrails, and gates on Fellsmere Road in Lynn and an 800-foot section of Morrissey Boulevard in Boston. DCR carried out a survey of sidewalk conditions throughout the entire Charles River Reservation, from the Charles River Dam to Watertown Square, and will use the data in a geographic information system (GIS) database to repair and improve the sidewalks starting in FY07.

In FY06, as an important public safety initiative, the agency performed over 150 inspections on DCR **bridges**; completed major repairs to the Casey Overpass, Hammond Pond Parkway, and Auburn Street Bridges in Boston, Medford, and Newton and to the Reid Overpass in Cambridge; and initiated design work for rehabilitation of the Boston University Bridge in Boston. The agency also completed emergency repairs on a number of DCR bridges in Boston, Cambridge, Lynn, and Revere.

A partnership with MHD for restoration and rehabilitation of seven DCR bridges at risk of major structural failure,



### Cape Cod Rail Trail Reconstruction: Phase 1

On July 7, 2006 the western half of the Cape Cod Rail Trail, extending from the Dennis trailhead to Millstone Road in Brewster, reopened after undergoing a comprehensive renovation the previous winter. Improvements included a new, wider asphalt surface, a five-foot shoulder for equestrian and hiking use, an improved rest stop at the bicycle rotary in Harwich, new signage, and more. Additionally, innovative safety features were installed at 15 trail-roadway intersections. Comparable work (Phase 2) will be carried out on the eastern half of the trail during the winter of 2006-2007, resulting in total reconstruction of the rail trail.





## Esplanade River Dock Reconstruction Project

In FY06, DCR and The Esplanade Association (TEA) celebrated a very successful public-private partnership for the reconstruction of the Esplanade River Dock in Boston. The dock, on the Charles River near the Hatch Memorial Shell, was rebuilt by DCR at a cost of \$670,000. TEA contributed \$320,000 of the project funds, with the remaining monies coming through the Executive Office of Environmental Affairs (EOEA) Office of Public Private Partnerships' (OPPP) "Fix-It-First Friends" program.



outlined in a 2005 Memorandum of Understanding between the two agencies, will enable DCR to allocate its capital resources to projects aligned with its conservation and recreation mission. The reconstruction of these structures, including the Storrow Drive underpass and the Craigie Dam Bridge and Craigie Drawbridge, all in Boston, will be carried out using designs appropriate for the historic parkways system, prepared or approved by DCR. Through a separate agreement that will involve the use of federal funding by MHD for construction activities, DCR reviewed and approved designs for the reconstruction of the Longfellow Bridge in Boston and Cambridge.

**Dam safety and maintenance and flood control management** also were top priorities for DCR in FY06. The agency promulgated new dam safety regulations and implemented the first phases of a new regulatory program, pursuant to a 2002 act of the Legislature calling for registration, inspection, and repair of dams by owners, with oversight by DCR. In FY06 alone, owners of 800 dams were identified, 700 dams were clarified for regulatory jurisdiction, and 1,500 dam inspections were completed. All 340 DCR-owned dams achieved regulatory compliance. A centralized database of all dams in the Commonwealth, their owners, hazard classifications, and condition, expected to be fully operational and posted on DCR's website in FY07, will provide for greater transparency and accountability in this area.

DCR expended nearly \$11.3 million in FY06 on dams and flood control infrastructure projects. DCR-owned dams, including the Pontoosuc Lake Dam in Pittsfield, the Irish Dam in Grafton, the Unionville Pond Dam in Holden, and others, were rehabilitated through the expenditure of \$2.21 million. In addition, DCR expended \$4.8 million on a complex drainage culvert replacement project at Sales Creek in Revere and over \$1 million on the repair of flood control infrastructure along the Charles River and Mystic River as part of a multi-year modernization effort of dams in the Greater Boston area. (In FY06, during significant storm events, these facilities pumped in excess of 16 billion gallons of water from the two rivers into Boston Harbor, avoiding area flooding.) As part of the agency's response to the "Storms of the Century," in October 2005 and May 2006, DCR oversaw emergency repairs to the Whittenton Pond Dam in Taunton and the Rice City Pond Dam in Uxbridge.

DCR undertook a number of **environmental remediation** activities at agency properties that had been identified by the EPA or through the Massachusetts Clean State Initiative as



being contaminated or otherwise subject to investigation because of the presence or suspected presence of hazardous materials. DCR completed remediation and clean-up of Indian Line Farm in Canton, culminating a ten-year, \$11 million effort to bring the site up to DEP's highest and most protected standard for soils. Other projects included building demolition and disposal of hazardous materials at the Canton Airport and several DCR Division of Water Supply Protection buildings in the Quabbin and Wachusett watersheds. Substantial remediation of areas of contaminated soil within Webb State Park in Weymouth were completed by ConocoPhillips Corporation under voluntary agreement with DCR, enabling the reopening of Webb State Park in mid-September of 2005 after an eight-month closure. The agency also brought the George's Island septic system up to the Title 5 subsurface wastewater disposal code standard.

In FY06, DCR expended over \$2 million in **waterways improvement projects**, including emergency cofferdam reconstruction and rehabilitation of the M Street seawall in South Boston and, at Namskaket Beach in Orleans, revetment removal and beach and dune restoration. DCR also issued and managed 26 construction grants, approved by the Seaport Advisory Council, for projects to enhance the economic potential of seaports in Fall River, New Bedford, and Salem. Key projects included expansion of the northwest berth of the Fall River State Pier; removal of asbestos, demolition of Building No. 3, fender system repairs, and construction of a new float system at the New Bedford State Pier; and construction of the Salem Ferry Interim Pier. In addition, DCR issued and managed six waterways grants to municipalities totaling \$181,000 for pier reconstruction, beach nourishment, and dredging projects.

While major progress has been made in repairing DCR facilities and infrastructure in FY06, a sustained, long-term capital investment is needed to ensure the attractiveness, safety, and accessibility of the agency's properties. Recognizing this, over the last year DCR developed a **comprehensive capital plan**, which provides a blueprint for bringing the system to a "state of good repair" over the next decade. This plan identifies and prioritizes large and small capital reconstruction projects in major categories, and will be updated to provide for their future upkeep and repair. It calls for annual capital investment of a minimum of \$120 million over each of the next five years.

### Brookwood Community Farm

Under a one-year pilot program entered into with Brookwood Community Farm, Inc. in early 2006, DCR granted the nonprofit organization a one-year permit to cultivate one acre of land in the Blue Hills Reservation, with the aim of involving local residents in various aspects of organic food production and preserving the property's pastoral character. In addition to agriculture, Brookwood Farm will involve local communities in educational programming and environmental research.



## Expanding Public Involvement in Carrying out DCR's Mission

In our mission to preserve and protect our natural, cultural, and recreational resources, perhaps nothing is more important than engaging people in our planning processes in a manner that is transparent and inclusive, and encouraging their participation in shared stewardship.

In FY06, DCR actively sought input from park users; our governmental, non-profit, and corporate partners; and the general public to help inform our decision-making on a wide range of projects and programs.

Recognizing the valuable role played by our public and private partners, friends groups, volunteers, and donors in furthering our mission, DCR also sought to expand opportunities for shared stewardship. The many contributions by groups and individuals – of time and energy, as well as of in-kind and monetary donations – have significantly strengthened DCR's ability to protect our natural and cultural resources and deliver recreational services for the benefit of all.

### Public Engagement

Obtaining public input during the design and planning phases of key capital projects and during operations and program review was a top priority for DCR in FY06. As a prime example, during the planning phase for the Storrow Drive Tunnel project, DCR initiated outreach and public input strategies to promote dialogue with area neighborhoods, businesses, civic associations, other government entities, and commuters from eastern Massachusetts. Other capital projects for which the agency developed a strong public outreach and participation component in planning were Neponset Park - Phase II in Milton, M Street seawall in South Boston, and Rocky Beach and Short Beach in Revere, where citizens in the abutting precincts voted by city ballot on the location of beach access. In addition, during FY06, the Charles River



### Chestnut Hill Resource Management Plan

Public meetings, as well as review and comment on draft documents, are key components in the development of RMPs. The DCR website served as an invaluable tool for informing the public of hearings and comment periods and for posting draft documents and public participation guidelines. Many neighbors and advocates turned out to share their ideas at the meetings on the Chestnut Hill Reservation RMP. A \$50,000 donation by the Boston College and Waterworks Park, LLC, together with \$75,000 contributed by the EOEA OPPP funded the effort that resulted in the plan, which will be submitted to the DCR Stewardship Council in FY07.



Basin Citizens Advisory Committee reviewed the master plan and proposed design for pedestrian bridges and 40 acres of public open space between the historic Charles River Dam and Boston Harbor.

In consultation with the state Legislature, EOEA, MHD, the Massachusetts Historical Commission and concerned citizens, in FY06 DCR drafted Historic Parkways Treatment Guidelines. The culmination of five years of research, documentation, and planning for the oldest and most extensive parkway system in the country, these guidelines provide a systematic, multidisciplinary process for making decisions about design and maintenance of these important resources.

Beyond capital projects, a variety of groups provided input on DCR operations. The DCR Bicycle/Pedestrian Conditions Group, composed of DCR staff and metropolitan Boston area planners and bicycle/pedestrian advocates, met quarterly during FY06. This group recommended priorities for the plowing and shoveling of sidewalks and other priority areas, as well as for pavement markings along DCR roads and pathways.

To address land management issues posed by the inappropriate use of off-road vehicles (ORVs) in certain areas of Massachusetts, in July 2005 DCR assembled a working group of trail users, scientists, land management organizations, and other stakeholders, including representatives from surrounding states, to advise on standards for any future ORV trail use and development. A series of five public meetings, attended by several hundred citizens, were held across the Commonwealth to receive input on criteria developed by the group for evaluating existing or future areas for ORV use. DCR will continue to work with stakeholders to identify construction standards, funding sources, regulatory changes, and educational and enforcement initiatives to ensure management of sustainable motorized trail recreation.

DCR's Stewardship Council, the 13-member citizen advisory council to the agency appointed by the Governor, has provided the agency with a forum for public communication and participation and guidance on strategic direction and policy. In early December 2005, the Council submitted its Oversight Strategy to EOEA. Key areas of focus were resource management plans, capital planning, and policy development. Soon after the Oversight Strategy was completed, the Council formed a committee on policy development. The Council's Finance Committee authored letters of support with recommendations for FY07 funding for the agency.



### Teddy Ebersol's Red Sox Fields

The largest public-private partnership with a state environmental agency during FY06 resulted in the creation of Teddy Ebersol's Red Sox Fields at Lederman Park on the Esplanade in Boston. \$1.8 million of the \$2 million in construction costs for this project were raised by nonprofit partners, including the Red Sox Foundation, Hill House, and TEA. \$175,000 was provided by the OPPP, and \$47,460 by DCR. The new fields include youth baseball/softball diamonds, a T-ball area, and youth soccer fields. A substantial portion of the ongoing maintenance costs will be provided through the contributions of private partners to an endowment, including an initial \$500,000 challenge grant by the Ebersol family, already matched by an additional \$100,000 contribution and other funds raised by private parties.



## Mass Parks AmeriCorps Trail Project

The 2006 Mass Parks AmeriCorps program graduated 23 members. Throughout their 10 months of service, Corps members contributed over 34,000 hours of community service and completed 30 conservation projects across the state. These included clearing and maintaining over 138,000 feet of existing trails, building 14,500 feet of new trails, planting trees, constructing and repairing bridges, and maintaining campsites. In addition, members organized for DCR a pilot “ParkServe” day, to be expanded in FY07, under which the public participated in hands-on volunteer activities at four state parks under DCR supervision. Over the course of nine years, Mass Parks AmeriCorps members have contributed 200,000 hours of community service and completed nearly 300 conservation projects on public lands across the Commonwealth.

## Shared Stewardship

In FY06, DCR established a Director of Partnerships position to improve communications with the agency’s 80-plus Friends Groups and more than 100 partner organizations. Friends Groups and partners were provided with regular e-mail updates and gained a means of exchanging information via an online discussion group. DCR continued to benefit from its collaboration with the EOEA OPPP on the “Fix-It-First Friends” matching funds program. In FY06, a number of private partners, including park Friends Groups, contributed \$1.98 million dollars to the program, matched by \$1.24 million in state funds. This funding allowed DCR to complete many notable projects, including the restoration of the Tudor Barn in the Middlesex Fells Reservation, the Quincy Homestead, and the Schooner Ernestina in New Bedford; rehabilitation of the Walden Pond State Reservation bathhouse in Concord, the Dale Street Playground in Hyde Park, and the spray shed at Maudslay State Park in Newburyport; and provision of water transportation to the Boston Harbor Islands National Park Area.

Partnerships also played an important role in the development and enhancement of DCR’s community pools. In FY06, DCR discussed future pool concepts with several communities, and design plans were initiated for new pools in South Hadley and Brockton. In Leominster, under DCR’s longest-running operating pool partnership, the city began the process of permitting and constructing a shade shelter on the pool grounds to protect visitors and provide a gathering place for summer camp participants. A FY06 appropriation of \$1.5 million in funding for the design, engineering, and renovation of additional community pools will enable DCR to plan and develop designs for the redevelopment of all pools that have been closed due to the failure of aged systems.

DCR’s third-party leasing program for state-owned skating rinks was extended in FY06 to facilities in North Adams, East Boston, and West Roxbury. To date, by legislative action, 29 of DCR’s 43 skating rinks have been brought under private or municipal operation. This has resulted, since inception of the program, in over \$14 million in capital improvements, significantly increased hours of operation, and improved programming. In FY06 alone, \$2.39 million in capital improvements were made by operators to DCR rinks. The West Roxbury rink, through the expenditure of \$1.1 million in state funding and a \$2.3 million donation from the Eileen Roche Foundation, was reconstructed as a



state-of-the-art arena. The rink will be managed by the City of Boston, under the terms of a three-year agreement with DCR, and will provide affordable community recreation a year-round minimum of 12 hours a day, as opposed to the former six months per year and eight hours a day.

A collaborative effort by DCR, the Town of Adams, the Massachusetts Audubon Society, the Appalachian Mountain Club, the Massachusetts College of Liberal Arts, and the Massachusetts Museum of Contemporary Art brought consensus on a smart growth development plan for the Greylock Glen Outdoor Recreation and Environmental Education Center in North Adams. As designed, the Center will preserve more than 1,000 acres of Greylock Glen – located at the base of DCR's 12,500-acre Mount Greylock State Reservation – to enhance environmental awareness, and provide economic benefits to the Northern Berkshires. In April 2006, DCR approved the designation of the Town of Adams as the Provisional Developer for the Center, which will include a performing arts amphitheater, an environmental education center, outdoor environmental art, and camping, lodging, and meeting facilities.

Under a one-year pilot program entered into with the Brookwood Community Farm, Inc. in early 2006, DCR granted the nonprofit organization a one-year permit to cultivate one acre of land in the Blue Hills Reservation, with the aim of involving local residents in various aspects of organic food production and preserving the property's pastoral character. In addition to agriculture, Brookwood Farm will involve local communities in educational programming and environmental research. If this project proves successful, DCR will work with Brookwood Community Farm, Inc. to develop a land use plan that will allow for continued agricultural production while maintaining the ecological character of the site.

DCR has increasingly used creative partnerships with nonprofit organizations, municipalities, and other government agencies to carry out important land acquisition projects. In partnership with the Town of Plymouth and the Wildlands Trust of southeastern Massachusetts, DCR helped to protect the Center Hill Beach property, a 78-acre coastal property with over one-half mile of ocean of frontage on Cape Cod Bay, approximately one-half mile north of Ellisville Harbor State Park. It includes a barrier beach, pond, and marsh system and will provide public access to coastal hiking opportunities and panoramic views of the Bay and Cape Cod.

Another example of a land protection project made possible through partnerships was the Curzon Mill Road acquisition in Newburyport, which preserved as open space a 5.8-acre parcel of land adjacent to Maudslay State Park. DCR partnered with the City of Newburyport and the Essex County Greenbelt Association on this project. The land will continue to be owned by the City and managed by DCR park staff.

Tax-deductible private bequests and gifts made for the purpose of advancing the recreational and conservation interests of the Commonwealth are primarily deposited into two trusts, the Conservation Trust and the Urban Parks Trust, which had combined FY06 revenue totaling \$2.4 million. Trust contributions were used to restore the marble bas-relief sculptures on the National Monument to the Forefathers, create and install interpretive and trail signage at Waquoit Bay National Estuarine Research Reserve in Falmouth, hire Appalachian Trail stewards to educate visitors and maintain and monitor the trail corridor, and support many other projects. In FY06, DCR





## Mobilization for Storm Response

In December 2005, a thunderstorm micro-burst devastated the Commonwealth's top camping destination, Nickerson State Park, leveling thousands of trees and damaging buildings while knocking out power to the entire 1,900-acre park and 420 campsites. At first it appeared that the devastation would take a year or more to repair and would result in the loss of thousands of dollars in revenue. But DCR's Nickerson State Recovery Team, of parks, forestry, fire control, engineering, and administrative staff, supported by numerous public and private parties and \$1 million in state capital funds, restored the park to operational status in just five months.

prepared a policy that will act as a guide for the agency and potential donors who wish to make memorial or commemorative donations of \$5,000 or less.

In the summer of 2006, a generous \$400,000 donation was made by members of the Barnes family in honor of Arthur and Sidney Barnes to establish a new stewardship fund for the ongoing maintenance of the Upper Charles Reservation Greenway, described above. Income from this fund, held by the Trustees of Reservations (TTOR), will be disbursed according to an annual work program developed jointly by TTOR and DCR.

Key to the success of DCR's many programs and activities is its dedicated core of volunteers. During FY06, volunteers provided approximately 42,885 hours or an estimated \$458,870 in service value. Projects such as trail and parkways maintenance, beach and park clean-ups, tree plantings, and refurbishing of park benches and recreational facilities are just a few examples of volunteer efforts that resulted in improvements throughout agency parks, reservations, and parkways. Many of these volunteer projects were organized and managed by agency Friends Groups, with on-site supervision provided by DCR staff. Hundreds of volunteers participated in Boston Cares, National Public Lands Day, and the Blue Hills Trail Watch Program activities at DCR properties.

To engage youth in learning more about their natural environment and to encourage their participation as stewards, DCR, along with EOEA, other state agencies, and non-profit organizations co-sponsored the 19th Massachusetts Envirothon in FY06 at Blackstone River and Canal Heritage State Park. Forty-eight high school students from across the Commonwealth participated, gaining a greater appreciation for the interdependence of people and their environment.

In an effort to make state parks more accessible to Massachusetts residents as a whole, DCR partnered with Massachusetts libraries to launch the "Use Nature as Your Library" program in the spring of 2005. Under the program, about 180 participating libraries across the Commonwealth received a DCR Annual Parks Pass, which entitles the bearer to free parking at over 50 facilities in the state parks system that charge day-use parking fees. DCR staff also visited many participating libraries to present an overview of the park system's natural and cultural resources and available environmental education opportunities.



## Establishing First-Rate Management Systems and Practices

In FY06, DCR continued to build, improve upon, and institutionalize its use of first-rate management systems and practices, which provide a foundation for the agency to achieve world-class standards in conservation management and recreation. These systems and practices support a broad range of agency responsibilities, from responding to public inquiries and concerns, managing and maintaining DCR properties, permitting the use of DCR facilities, managing storm water discharges, emergency planning and response, to developing policy guidelines.

To enhance its capacity to respond to public concerns and improve management and maintenance of its properties, in FY06 DCR launched and expanded the use of the **Facility Administration and Maintenance Information System (FAMIS)**, a centralized database system containing an inventory of agency assets, records of maintenance needs, and documentation of service requests, work orders, and maintenance schedules.

In September 2005, the agency launched FAMIS on a pilot basis for tracking specialty and trades maintenance and vehicle management within certain locations in the Divisions of Urban Parks and Recreation, State Parks and Recreation, and Water Supply Protection. During its initial nine-month rollout, DCR employees entered a total of 2,341 service requests into the system, generating 1,913 work orders covering corrective maintenance on DCR buildings and infrastructure; signage construction, replacement, and installation; and vehicle repair. Of these, 1,527 priority work orders were completed, and the remaining were evaluated and prioritized for future scheduling. In April 2006, DCR expanded the use of the system to capture all facility maintenance activities within the Division of Urban Parks and Recreation. This has enabled DCR to refine standard workflow processes and capture initial data regarding the level of effort dedicated to, and required for, ongoing maintenance at urban facilities. Plans for FY07 call for the implementation of FAMIS in additional DCR regions and full integration of the system for statewide fleet management, during the fall and winter of 2006.

The agency's **Communications Tracking System (CTS)**, which monitors incoming external communications and requests for action by staff, continued to be an important element of DCR's customer responsiveness program. In FY06, CTS assisted DCR in managing 1,907 communications from the public, including 1,213 that related to maintenance requests or concerns regarding maintenance and operations. With the goal of integrating the tracking of maintenance-related requests and their associated communications in a system that would be available statewide, an upgraded prototype of CTS was developed in FY06 that is web-based and connects to FAMIS. It is anticipated that over the next several months, this new integrated system will be implemented, facilitating, among other things, improved follow-up with members of the public.

Beyond these management systems, in FY06 DCR continued its use of **operational analysis** as a tool for improving performance and efficiency. The agency undertook a detailed study of the level and pattern of operational investment in a representative sample of properties. DCR also studied performance measures and standards used by city and state park systems across the nation and adopted elements of successful

models in a set of **maintenance standards** for DCR, as mentioned earlier in this report. Adopted statewide, these standards describe a desired consistent level of service for common maintenance functions, such as turf management and graffiti removal activities at parks, beaches, and pools. DCR also identified **maintenance schedules** for districts within the Division of Urban Parks and Recreation. These schedules cover activities such as mowing, weeding, and ball field maintenance by teams of staff responsible for upkeep of multiple facilities. DCR will be refining and augmenting these standards and schedules during FY07.

In order to enhance the agency's capacity for managing its human and financial resources, in FY06 DCR developed new **tools and options for workforce support, budgetary accountability, revenue management, and desktop communications**. Specifically, a web-based system for tracking personnel information – such as hiring, reassignment, and vacancies – was designed, providing supervisors convenient and speedy access to data. DCR also developed a new financial management structure aligned with the agency's organizational units, a process for allocating funds, and a desktop database used by managers to ensure their spending remains within approved levels. DCR designed, with funding from the state's Information Technology Division (ITD) Bond, a web-based system that unifies and streamlines reporting of revenue collections and receipts, for implementation in FY07. To strengthen timely and uniform communications among the agency's many location and facilities across the state, as well as to enable access to the above-mentioned ORMS and FAMIS, DCR once more called upon funding from ITD to improve the internet connections of 38 properties.

DCR also continued the modernization of its **permitting practices** for activities involving the use of DCR properties, building on system standardization and the agencies' permit tracking database. The adoption of centralized permitting, replacing the historical issuance of permits from numerous locations, brought a greater degree of equity, consistency, and transparency to our processes. In addition, the use of the tracking system was expanded for monitoring fee payments by 183 DCR cottage permit holders.

A major initiative to update existing permits and leases reduced the number of expired permits from 175 to 50. Permit fees collected for a wide range of uses of DCR properties, from golf course concessions to internet wiring access, totaled \$2.1 million in FY06. In the coming year, DCR looks forward to completing the update of expired permits and to automating the permitting process, leading to enhanced customer service and responsiveness.

A major undertaking for DCR in FY06 involved the updating and consolidation of agency policies and procedures to address broad management and program goals in a manner that reflects DCR's organizational values of teamwork, employee empowerment, and accountability. The agency also initiated the revision and merger of the regulations of its two predecessor agencies, the Metropolitan District Commission and Department of Environmental Management, including plans for public input. The expected completion of over 100 internal policies and of a consistent set of regulations for DCR by FY07 will ensure that internal and external service requirements and operational and program guidelines are clear to staff and transparent to the public.

In FY06, a key operational priority was continued planning and implementation of comprehensive **storm water management** activities that address specific issues related



to erosion, catch basin cleaning and repair, flood control, and street cleaning, including GPS mapping of drainage infrastructure. These measures addressed EPA Clean Water Act objectives, as well as provisions outlined in a Memorandum of Understanding negotiated by DCR with the Conservation Law Foundation (CLF) and Charles River Watershed Association in 2005.

The following chart shows the numbers of catch basins cleaned, repaired, and identified and recorded in GPS during FY05 and FY06:

DCR Catch Basins	Cleaned	Repaired	ID by GPS
FY 2005	4,000	429	747
FY 2006	3,050	310	3,058
<b>TOTAL</b>	<b>7,050</b>	<b>739</b>	<b>3,805</b>

In addition, in FY06, approximately 1,400 catch basin outfalls were identified and 15,000 linear feet of associated drainage piping were cleaned.

Street sweeping was an important component of DCR's overall storm water management program over the last year. DCR adopted a plan that called for street sweeping of parkways that discharge storm water to impaired receiving waters four times each year, between April and November and for monthly street-sweeping on DCR roadways where cars are frequently parked. To support its street-sweeping activities, DCR made repairs to its fleet of mechanical street sweepers and supplemented it with vacuum-sweeping equipment provided under contract.

In addition, based on comments received from the EPA on the agency's storm water management plan, DCR adopted additional strategies and best management practices during FY06. These included:

- Identifying federal endangered species habitat that may receive storm water from DCR parks and parkways.
- Identifying properties listed or eligible for listing in the National Register of Historic Places that may receive storm water from DCR parks and parkways.
- Identifying all waters that receive storm water from DCR parks and parkways, as well as storm water outfalls to those waters.
- Reviewing and revising DCR permitting of storm water discharges to DCR properties.
- Developing best management practices to address runoff at construction sites.

DCR also developed a storm water page on the DCR website, which includes informational materials regarding the



## Storm Water Management

In FY06, a key operational priority was continued planning and implementation of comprehensive storm water management activities that address specific issues related to erosion, catch basin cleaning and repair, flood control, and street cleaning, including GPS mapping of drainage infrastructure. Approximately 1,400 catch basin outfalls were identified and 15,000 linear feet of associated drainage piping were cleaned.





## Response to “Storms of the Century”

DCR dam safety, waterways, and flood control staff put in an extraordinary effort to assess, monitor, and mitigate hazards during the potentially catastrophic “Storms of the Century” of October 2005 and the following May. During the October storm, DCR directed a team of state and federal engineers in stabilizing the Whittendon Pond Dam in Taunton, averting significant property damage and possible loss of life downstream. DCR dam engineers assisted local emergency management officials across the state in inspecting and monitoring over 60 dams and in accessing necessary resources. In order to ensure public safety, DCR also deployed engineers and consultants to make emergency inspections of 225 high hazard and other dams. Only two small dams failed as a result of the storm, and DCR staff worked with the Massachusetts Emergency Management Agency (MEMA) to mitigate those problems.



storm water management program and a public feedback component.

In FY07, the agency will work to complete the GPS-based inventory of drainage infrastructure for all DCR urban parks and parkways, which it will use to prioritize and schedule repairs, using best management practices. DCR staff will be trained to use a database to track implementation at DCR facilities, and a Storm Water Handbook will be issued to designers, planners, and field engineers, to assist them in resolving storm water management concerns.

Another important “systems” focus for DCR during FY06 was **emergency planning, response, and management**. This effort included enhancement of the Winter Storm Management Plan developed in FY05, a management response to severe storm events, and the development of plans to address emergency and hazardous situations.

DCR prepared a comprehensive Winter Storm Management Plan in FY06 that built upon the previous year’s plan. In addition to locations and schedules for snow removal, plans for deployment of staff and equipment, and emergency operations and communications plans, the 2005-2006 Winter Storm Management Plan featured a GIS-based “Map Book” used by DCR staff to identify priorities for snow removal activity. The public was able to view the Winter Storm Management Plan on the DCR website and to zoom in on priorities for specific parkways and sidewalks.

The plan also outlined new snow removal strategies, including the enforcement of “no parking” bans on DCR Snow Emergency Routes and the installation of snow fences to prevent the drifting of snow at certain areas along the Esplanade and the Charles River. In addition, the plan required that 48 hours before each anticipated occurrence, the DCR Storm Center generate formal storm plans, which guide the allocation of equipment and staff. During each storm, DCR staff monitored snow removal activity through the use of a GIS-based internal “viewer.”

As noted above, DCR’s Winter Storm Management Plan and snow removal plans and priorities were featured on the agency’s website, and phone lines were established for receiving feedback on service and emergency requests, the latter on a 24-hour-a-day, 7-days-a-week basis. In addition, before the winter season, DCR met with municipalities and local Departments of Public Works, as well as bicycle and pedestrian advocacy organizations, to review and gather input on snow removal plan and priorities.

DCR’s agreement with MHD for snow removal on DCR



parkways was expanded for the 2005-2006 season. Effective November 1, 2005, MHD handled curb-to-curb snow removal for approximately 40% of the lane miles of DCR Level I parkways. While DCR snow removal priorities, due to public safety considerations, were substantially similar to those of the previous season, significant additional emphasis was given to clearing sidewalks, pathways, and crosswalks, as well as alternate “short cuts” to schools, to ensure safe transit and passage for walkers, bicyclists, and students.

Before the storm season, the Division of Urban Parks and Recreation’s aging fleet of five-ton dump trucks and sanders had received servicing and repairs, based on an August 2005 assessment by the agency of the fleet’s condition. In addition, the agency made a significant investment of \$1.2 million to purchase a range of equipment to improve its snow removal capabilities, particularly for areas of pedestrian and bicycle use.

In FY06, Massachusetts experienced unusually harsh storms and long periods of continuous precipitation causing lakes and rivers to rise and put tremendous strain on aging dams across the Commonwealth. DCR’s coordinated, agency-wide response resulted in quick and effective action to address a series of emergency situations.

Bill Salomaa, DCR’s Director of Dam Safety, acted as point person during these storm events, orchestrating staff and consultants in remedial and preventive actions. For his outstanding work, he received the Governor’s Carballo Award for Excellence in Public Service.

In FY06, DCR concentrated on ensuring statewide preparedness for different types of emergencies, under the umbrella of MEMA. DCR participated in the development of the Commonwealth’s Comprehensive Emergency Management Plan, which will provide a framework for the comprehensive and effective integrated emergency response and recovery actions by all levels of government in the state. In accordance with both federal and state directives, the agency also prepared a Continuity of Operations Plan (COOP), establishing operational procedures to sustain essential agency functions and guide the restoration of full functions if normal operations at one or more DCR locations are rendered infeasible by a natural disaster or other major emergency.

An additional agency objective in this area is to develop and adopt an All-Hazards Plan that covers preparation and response to natural and man-made emergencies. As a first step toward this goal, in FY06 DCR began work on a *Hurricane Response & Recovery Plan* (HRRP).

During the upcoming months, DCR will further refine the COOP, complete the HRRP, and move forward with development of an All-Hazards Plan. The agency will also conduct emergency response training and test exercises designed to improve performance and ensure effective implementation of these plans.

# Financial Report

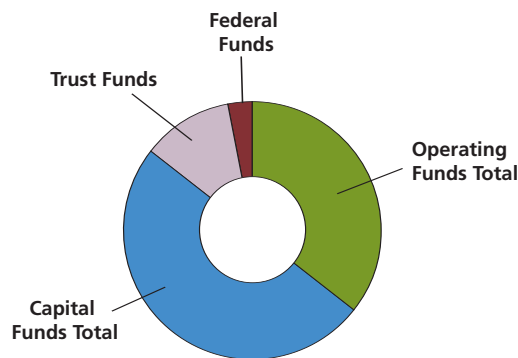
## Fiscal Year 2006 DCR Expenditure Summary

DCR's direct expenditures increased 15% over FY05. All areas of spending increased, but the greatest benefit was to urban and state park capital improvements, an increase made possible by supplemental budget funding authorized by both the Governor and Legislature. If spending by other state agencies on DCR property improvements is included, the agency saw a funding increase of 27% over the prior year.

### Sources of DCR Spending

DCR receives funding for its annual operations and capital needs from several state and non-state sources. In FY06, thirty-six percent of all spending came from annual legislative appropriations from the General Fund; fifty percent represents capital authorizations, forty-four percent of which was subject to the sale of bonds; and fourteen percent of spending came from non-state sources (federal and trust).

### DCR Spending Profile

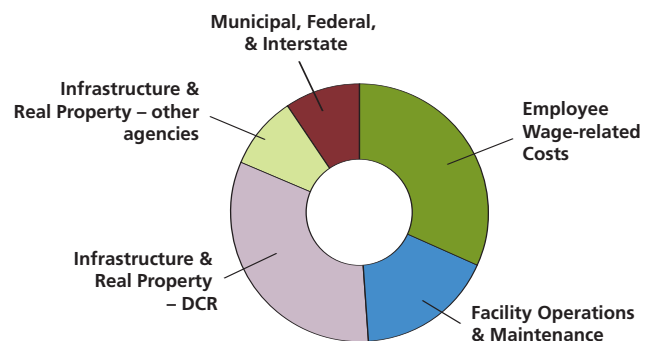


Sources of DCR Spending	2006 Expended	
Annual Operating Appropriations	\$72,647,141	32%
Annual Retained Revenue	7,108,399	3%
Annual Special Account	1,783,056	1%
<b>Operating Funds Total</b>	<b>\$81,538,596</b>	
Capital spent by DCR	79,312,128	35%
Capital Supplemental spent by DCR	14,019,435	6%
Capital spent by other State Agencies	20,954,663	9%
<b>Capital Funds Total</b>	<b>\$114,286,226</b>	
Trust Funds Total	\$26,310,215	11%
Federal Funds Total	\$6,555,111	3%
<b>Total All Sources of Spending</b>	<b>\$228,690,148</b>	<b>100%</b>

### Categories of DCR Spending

Thirty-two percent of DCR's spending profile supported its workforce: wages, shift differential and overtime, out-of-pocket reimbursement for travel and costs, insurance and fringe chargebacks. Seventeen percent was spent on the operation or maintenance of the Department's various facilities and properties, forty-two percent was spent by DCR and other state agencies on DCR's infrastructure and real property improvements, and nine percent was spent on municipal assistance and other compacts with public entities.

Categories of DCR Spending	2006 Expended	
Employee Wage-Related Costs	\$72,856,322	32%
Facility Operations and Maintenance	39,132,472	17%
Infrastructure and Real Property – DCR direct spending	74,517,038	33%
Infrastructure and Real Property – other agency spending	20,954,663	9%
Municipal, Federal, & Interstate Payments	21,229,653	9%
<b>Total</b>	<b>\$228,690,148</b>	<b>100%</b>

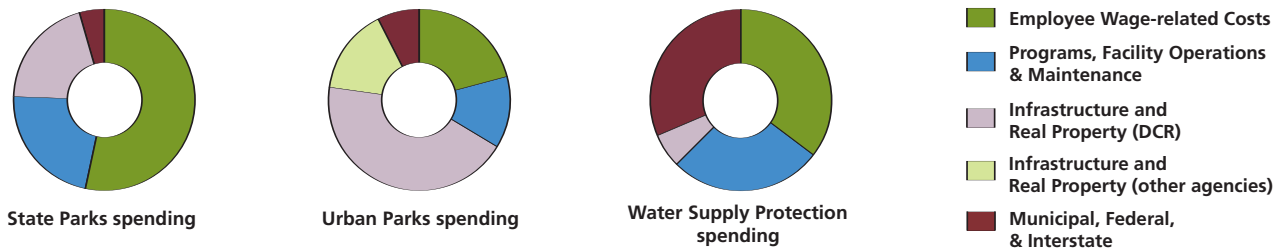




## Spending by DCR Division

DCR Division	Employee Wage-related costs	Programs, Facility Operations & Maintenance	Infrastructure and Real Property (DCR)	Infrastructure and Real Property (other agencies)	Municipal, Federal, Interstate payments	Total Attributed Spending*
Division of State Parks	\$34,565,600	\$14,403,892	\$12,929,275	—	\$2,797,178	<b>\$64,695,945</b>
Division of Urban Parks	\$28,862,361	\$17,570,295	\$59,914,347	\$20,954,663	\$10,169,990	<b>\$137,471,655</b>
Division of Water Supply Protection	\$9,428,362	\$7,158,285	\$1,673,416	—	\$8,262,486	<b>\$26,522,549</b>
<b>FY2006 Total</b>	<b>\$72,856,322</b>	<b>\$39,132,472</b>	<b>\$74,517,038</b>	<b>\$20,954,663</b>	<b>\$21,229,653</b>	<b>\$228,690,148</b>

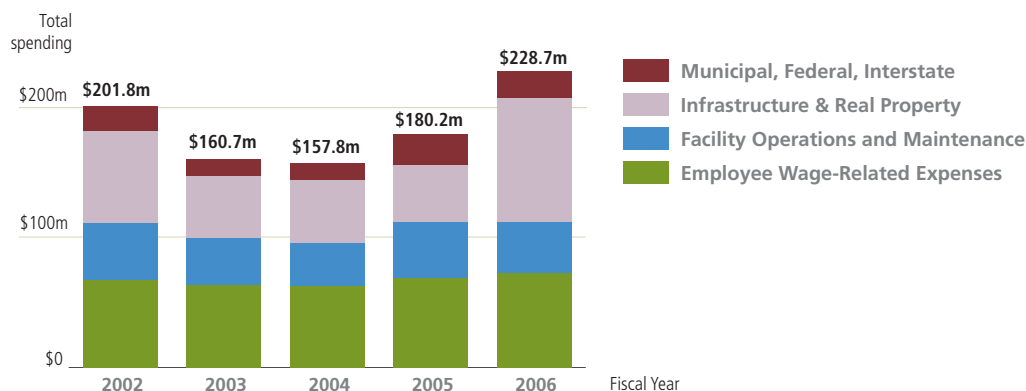
\* Total amount of Departmental spending and spending by other agencies has been prorated to the Divisions enabled in statute. Some misalignment of spending among Divisions may be present, due to changeover in chart of accounts and new reporting structure.



## DCR Spending Trends FY2002 – 2006

**Construction and real property spending** more than doubled the amount spent in FY05. The Department was largely able to make this effort due to the appropriation of special funds targeted at DCR's infrastructure improvements and to the support by the Administration of a higher DCR portion of the state's capped bond spending. **Wage-related increases** of six percent represent cost of living adjustments, changes in compensation rates, insurance chargebacks allocated to DCR and other charges outside the agency's control, rather than to an increased workforce. **Facility Operations and Maintenance** spending reductions are due to a number of factors, which may include improved energy management, cost containment measures, the long term leasing of skating rink operations, and other cost efficiencies taken on by facility supervisors.

Category of Spending	2002	2003	2004	2005	2006
Employee Wage-Related Expenses	\$67,830,032	\$63,810,521	\$63,197,856	\$69,397,811	\$72,856,322
Facility Operations and Maintenance	43,716,036	36,041,104	32,635,854	42,527,626	39,132,472
Infrastructure & Real Property (all sources)	70,570,349	63,810,521	48,950,308	44,021,296	95,471,701
Municipal, Federal, Interstate payments	19,693,529	13,053,741	13,060,299	24,216,030	21,229,653
<b>Totals</b>	<b>\$201,809,945</b>	<b>\$160,668,359</b>	<b>\$157,844,316</b>	<b>\$180,162,764</b>	<b>\$228,690,148</b>



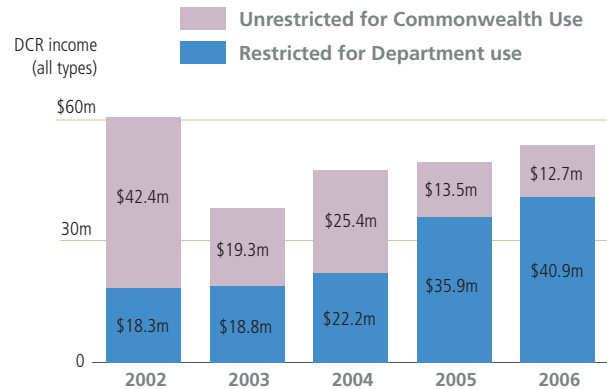
## Fiscal Year 2006 DCR Revenue Summary

DCR collects \$53.7 million in revenue and deposits thirty-eight percent to the state's General Fund, from which the Legislature draws most annual appropriations for government operations. The balance of revenue taken in through grants, donations, and fees is retained by the agency to support its programs and initiatives.

### DCR Revenue Deposit Streams

State Fund	Restricted Revenue (for DCR Use)	Unrestricted Revenue (for State Use)	Total Statutory Net Revenue
General Fund	\$7,432,639	\$12,685,146	\$20,117,785
Federal Fund	6,555,111	–	6,555,111
Expendable Trust Fund	27,042,064	–	27,042,064
<b>Grand Total</b>	<b>\$41,029,814</b>	<b>\$12,685,146</b>	<b>\$53,714,961</b>

### FY2002–2006 Revenue Trend



**Trust Funds:** DCR manages a total of 67 different trust accounts dedicated to specific program activity. Income and expenditures vary widely each fiscal year due to the nature of the specific agreements regulating each trust. With the exception of the Department's Water Supply Protection Trust, which operates in partnership with the Massachusetts Water Resource Authority, trust funds do not support recurring annual operating business. Trust accounts invested by the State Treasurer earned almost a quarter of a million dollars in interest in fiscal year 2006, and new deposits totaled \$26.8 million.

**Federal Funds:** DCR executed awards totaling \$13.6 million from a number of federal authorities including the U.S. Department of Agriculture Forest Service, the National Park Service, the Federal Emergency Management Agency, Department of Education, the National Oceanic & Atmospheric Administration, the Environmental Protection Agency, and others. The amount is more than five times the level of federal funding received four years ago. DCR's Federal Funds Officer, Norma Forgione, played a major role in this achievement, and was awarded Massachusetts' prestigious Carballo Award for her contribution to the Common-

wealth's financial goals. \$6.5 million of the federal awards were drawn for spending in fiscal year 2006.

**General Fund:** State finance law directs all regular non-tax revenue generated by the agency (excluding federal and trust funds) to the Massachusetts General Fund. DCR collects land use and recreation visitor fees, sales from timber harvesting, income from telecommunications permits, campsite reservations, watershed debt service payments from MWRA, and other sources. As authorized in the annual budgetary appropriations Act for fiscal year 2006, DCR retained 37% of its deposits to the General Fund for expenditure.

### General Fund Income Sources

	Revenue Collected	
Assessments & Fines	\$354,491	2%
Timber Harvesting Sales	712,741	4%
Rents and Recreation Leases	1,443,490	7%
Reimbursements	5,945,055	29%
Visitor & User Fees	11,662,008	58%
<b>Total</b>	<b>\$20,117,785</b>	<b>100%</b>

### General Fund Income Sources by Division

DCR Division	FY2006 collections
Water Supply Protection	\$6,019,616
Urban Parks and Recreation	5,479,209
State Parks and Recreation	8,618,960
<b>Total</b>	<b>\$20,117,785</b>



## Looking Ahead

The DCR system can be truly world-class. DCR must realize that potential and also ensure that the system evolves and improves to meet the needs of future generations. These are some key challenges and opportunities DCR must tackle in the near future:

### **Improve outdoor recreational opportunities and natural resource conservation**

- Ensure that DCR programs and facilities better serve our changing and diverse population. Improve recreational opportunities for people of all abilities through DCR's Universal Access Program.
- Work with the Metropolitan Beaches Commission to ensure top-notch maintenance of DCR's remarkable ocean beaches in Greater Boston and beyond.
- Link and extend rail trails and other greenways to form regional networks that serve local communities, and provide new tourist destinations. Ensure high-quality maintenance of these rail trails and greenways through partnerships with municipalities and landowners.
- Make DCR parkways safer and more hospitable for pedestrians and bicyclists and realize Olmsted's vision for these green corridors with 21st century design improvements. Implement Historic Parkway Treatment Guidelines and improve parkway maintenance.
- Complete and implement policy on use of off-road vehicles on DCR properties that balances the interests of different user groups and protects sensitive environmental resources for future generations.
- Contribute to smart growth through rail trail development in smaller cities and towns, urban greenway improvements, and collaboration in transit-oriented developments.
- Protect DCR parks and other assets from encroachment by the development of adjacent natural areas.
- Respond to development pressures that present long-term threats to water quality in the Quabbin and Wachusett Reservoirs.
- Step up efforts to manage invasive plant species on DCR properties and in lakes and ponds across Massachusetts.
- Designate small forest reserves to complement large forest reserves and managed forests in accordance with green certification.

### **Restore and improve DCR facilities**

- Restore and improve aging facilities by implementing DCR's capital plan.
- Establish maintenance budgets for major facility categories and ensure that capital and operations spending fully address maintenance needs.
- Redevelop all urban swimming pools with failed systems to provide new water recreation opportunities for current and future generations of children.
- Evaluate the density and lay-out of DCR campgrounds and offer more and better camping opportunities.
- Realize the potential of the Boston Harbor Islands through necessary capital improvements and improved water transportation.

- Bring the condition and operations of all DCR skating rinks up to the highest standards currently being attained through long-term lease arrangements.
- In partnership with MassHighway, seek additional Commonwealth funding to proceed with design and construction of restoration projects on DCR bridges in poor condition.
- Ensure stabilization and preservation of dozens of deteriorating historic buildings owned by DCR.
- Assume responsibility for, and successfully maintain, the new Charles River Basin parks built as mitigation under the Central Artery/Tunnel Project.
- Integrate energy efficiency, renewable energy, and other sustainability measures in DCR facilities and operations.

### **Expand public involvement in carrying out DCR's mission**

- Attain the highest level of transparency in all DCR's budgetary, planning, and operational activities.
- Incorporate proactive public information and input processes in DCR projects and programs on a consistent basis.
- Expand partnerships with friends groups, businesses, non-profit organizations, and municipalities, both to restore aging facilities and to expand and improve operations and programming.
- Create volunteer coordination capacity to tap and effectively manage vast citizen volunteer resources available to the DCR system.
- Redesign and improve content of DCR website to facilitate public access to information, ease of public comment, and overall transparency.

### **Continue to establish first-rate management systems and practices**

- Continue implementation of maintenance standards and standard operating procedures and institute data-driven, Citistat-style performance management.
- Expand use of the Facility Administration and Maintenance Information System for asset management, preventive maintenance, and work scheduling. Improve customer service by expanding the use of Communications Tracking System and by providing the public with service request numbers to reference in follow-up communications.
- Improve information technology communications infrastructure to better connect staff working at over 600 facilities throughout the state.
- Strengthen project management, as needed, to execute a greatly expanded and very diverse capital program.
- Recruit a new generation of conservation and recreation professionals as large numbers of DCR staff reach retirement. Increase diversity so that the DCR workforce looks like Massachusetts.

*C o m m o n w e a l t h   o f   M a s s a c h u s e t t s*

<i>Governor</i>	<i>Lt. Governor</i>	<i>Secretary, EOE</i>	<i>Commissioner, DCR</i>
MITT ROMNEY	KERRY HEALEY	ROBERT W. GOLLEDGE, JR.	STEPHEN H. BURRINGTON



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